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U.S. Civil Service Commission

JOHN W. MACY, Jr. . . . *Chairman*
FREDERICK J. LAWTON . . . *Commissioner*
ROBERT E. HAMPTON . . . *Commissioner*
WARREN B. IRONS . . . *Executive Director*

Worth Noting

FEDERAL EXECUTIVE BOARDS: Establishment of Federal Executive Boards in important centers of Government activity throughout the country provides "almost unlimited opportunities for improvement in public service at the point where Government has its most direct contact," CSC Chairman John W. Macy, Jr., recently told members of the new organization of top field executives in St. Louis. Boards are now in operation in the 10 cities where CSC regional offices are located. Heads of Federal field installations elected as chairman of the Boards are: New York City—Arthur Miller, Regional Commissioner, General Services Administration; Philadelphia—Gordon R. Elliott, Manager, Veterans Administration Regional Office; Atlanta—Hammond B. Smith, Regional Director, CSC; Chicago—Joseph Borus, Regional Director, Bureau of Employment Security; St. Louis—Anton Sestric, Jr., Collector of Customs; Dallas—David S. Phillips, Regional Commissioner, GSA; Denver—Walter E. Elder, Regional Director, CSC; Seattle—H. A. Abersfeller, Regional Commissioner, GSA; San Francisco—Harold Hawkins, Regional Commissioner, Internal Revenue Service. The Boston Board was to elect officers by early April. The Boards will undertake activities designed to promote cooperation across agency lines to improve the effectiveness and economy of Government field operations. They will provide a forum for interchange of information about programs and management methods between headquarters and the field and among field establishments in Board localities and a coordinated approach to development and operation of programs which have common characteristics.

EMPLOYEE-MANAGEMENT RELATIONS: Civil Service Commission has issued regulations under Executive Order 10987 to provide for more uniform handling of Federal employee appeals from adverse personnel actions in Federal agencies. Agencies must develop systems and have them in operation for actions begun after July 1. The new regulations grew out of recommendations to the President by the Task Force on Employee Management Relations and are designed to provide certain basic rights for employees throughout Government to have a management review and reconsideration of decisions at a higher level than that of the original decision. . . . Related regulations providing for equalization of appeal rights for nonveterans and veterans are to be issued early in May under Executive Order 10988. . . . CSC is also developing standards to govern agency grievance procedures for issuance in the near future, as required by E.O. 10988.

RECRUITING: CSC Chairman John W. Macy, Jr., has asked heads of colleges and universities to aid Government efforts to recruit nearly 20,000 trained and talented young people from this year's graduates for careers in a variety of important Federal programs. CSC's "Federal Career Outlook Letter" is being distributed to students through college

(Continued—See Inside Back Cover.)

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Mail-screening too efficient . . .

Is the Boss Getting the Word?

EDITORIAL

by WARREN B. IRONS, *Executive Director*
U.S. Civil Service Commission

IN THE CIVIL SERVICE COMMISSION we are, because of our Government-wide responsibilities for personnel management, the source of a good many pieces of paper designed to keep the "people side" of Government tuned to the same wavelength. Because of our mission, which is to staff the Government agencies with people who can get the job done, we view our communications as taking top priority.

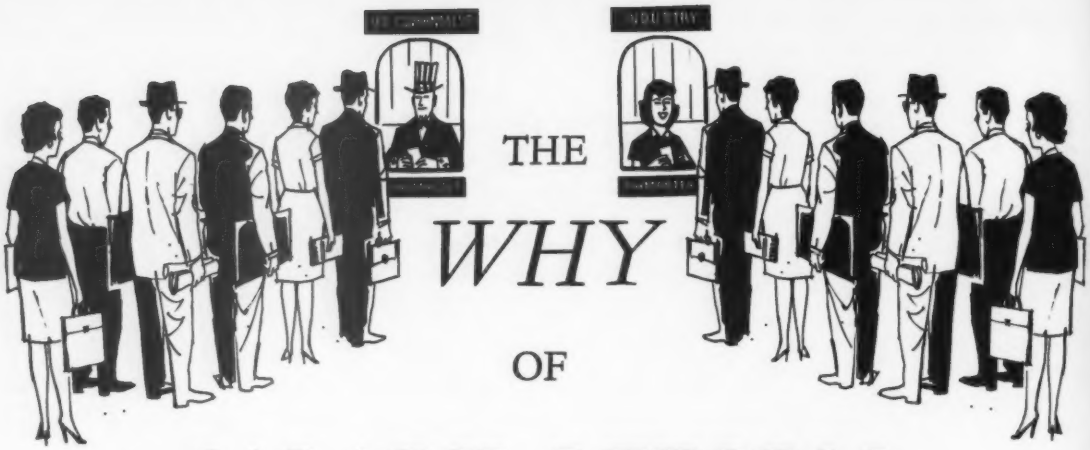
We have done our best to free our pencils from some of the verbal flourishes bequeathed to us by more florid generations, but the fact remains that even our finest gems of plain statement—though dispatched quite correctly—seem sometimes never to arrive on the intended desk.

Perhaps the man in the mailroom or the efficient secretary to the management official are fully knowledgeable and up to date on the materials we send to agencies—but the management official sometimes is not. Could it be that the systems for routing incoming mail, and holding down the volume of mail that goes into the boss' basket, have become too efficient?

The problem is not new. Navymen, for example, tell the old story of two battle-weary sharpshooters who had exhausted themselves blasting at the enemy from the rigging of the *Bon Homme Richard*. When Captain John Paul Jones made his famous statement, "We have not yet begun to fight," one turned in disbelief to the other and lamented, "Say, Mac, it looks like the skipper didn't get the word."

I am confident that today most Government managers would agree that communication remains our most serious problem. Communicators have an obligation to do their part of the job—to see that what they write is pointed, lucid, and properly directed. But there still must be cooperation at the receiving end to complete the circuit—*to communicate.*

Surely there's a solution short of
REGISTERED MAIL—RETURN RECEIPT REQUESTED.



THE *WHY* OF SALARY REFORM

by JOHN W. MACY, Jr., *Chairman*
U.S. Civil Service Commission

AFTER MANY YEARS in the back alleys and dead end streets, the subject of Federal pay reform is now out in the open where full discussion is both possible and essential.

A clean-cut decision covering practically all features of all the statutory salary systems was made by the President for the executive branch at the time he recommended his Federal pay reform legislation to Congress. I believe there is no historical precedent for an executive-branch recommendation as comprehensive as the one now pending before the Congress.

This article will not concern itself (except purely for descriptive purposes) with the proposed rates of pay in the proposal or with such features as the effective date of any increases that may be enacted. Here it is my purpose only to explain the reasons underlying the need for reform, and the solutions that are proposed.

Each of the basic features of the reform proposal is grounded in dissatisfactions long felt with present pay systems. Many of the reform features have a long history of internal discussion without action. And numerous are the salary studies, special committee reports, etc., that have failed in the past to win anything more than piecemeal endorsement even in the executive branch.

REQUISITES OF REFORM

To grasp more completely the significance of the reform being requested it is necessary to examine the requisites of a sound Federal pay system, then to examine the apparent defects of present statutory pay systems.

The Government should, in fairness to the public, pay enough to get the best people—to safeguard the national security and to provide needed public service.

President Kennedy has said:

"The success of this Government, and thus the success of our Nation, depend in the last analysis upon the quality of our career services. The legislation enacted by the Congress, as well as the decisions made by me and the department and agency heads, must all be implemented by the career men and women in the Federal service."

Salaries for the services which public servants perform should be fixed under well-understood and objective standards, high enough to attract and retain competent personnel, sufficiently flexible to motivate initiative and industry, and comparable with the salaries received by their counterparts in other employment. To pay more than this is to be unfair to the taxpayers—to pay less is to degrade the public service and endanger our national security.

These, too, are the Chief Executive's words.

Pay for one Federal employee should be fair in comparison to that of other Federal employees. Take a Department of Defense research and development activity as an illustration. Management officials can be assumed to come under the Classification Act, as can administrative and clerical personnel. Some of the

scientists, we can assume, are paid under Public Law 313. Machinists, safety personnel, and other blue-collar workers come under wage-board pay scales.

Critical shortage of scientists and engineers prompted the enactment of Public Law 313 so that more competitive salaries could be offered for these skills in such short supply. Wage-board workers' pay was established by surveys which reflected periodic wage increases in industry. Classification Act employees, however, are still paid under rules which were predicated neither on manpower shortages nor on salary levels in private firms. Result: The manager might be earning less than the scientists in his organization; the administrative and clerical people might be earning less than their wage-board teammates. Yet who is to say that the relative worth of one is more vital than the worth of another? Pay reform would remedy this paradox.

The President should have discretion to adapt pay to the individual and to special needs; to use pay for motivation; and to initiate general adjustments as required. Reform action would give the President a charter to take necessary action within existing schedules when the need so dictates, and an established procedure for initiating new action by Congress on salary schedules. Periodic pay raises in the past have not met these requirements.

Certain defects are apparent in present statutory salary systems.

The President feels that: "Too many Federal employees are underpaid in proportion to their responsibilities. Too many receive smaller salaries than are paid by many private industries, and even by many State and local governments, for less responsible work. Too many top-grade or supervisory Federal employees are paid little more, and sometimes even less, than their subordinates."

Fulfillment of the responsibility for competent staffing is increasingly difficult. Low Federal rates of pay place the Government at a serious disadvantage in recruitment, especially with respect to professional and managerial talent.

Viewing "raids" which have been made on scientific and technical career civil servants in our National Aeronautics and Space Administration, the Vice President observed: "All too often the Government space installations are training grounds for the highly paid technicians and vice presidents of private business."

Another example is found in medical research. A recent National Institutes of Health study revealed that half the job offers received by a group of senior scientists working there had starting salaries of $25,000 and up. In the last year, three of seven institute directors had left—two of them for much higher paying jobs. In a 6-month period the National Institute of Mental Health lost three of four senior research leaders. All returned questionnaires from scientists who were queried reflected salary as a major consideration in leaving.

While inadequate pay has been the basic cause of key personnel losses at NIH, it has at the same time left a number of important jobs vacant. The positions of Associate Director for Training and Associate Director for Collaborative Research have been vacant for more than a year. Attempts to fill the position of Director of the Cancer Chemotherapy National Service Center during the last year produced 10 candidates, all of whom considered anything under $25,000 a year out of the question. In 2 years, five candidates have declined the position of Chief of the Section on Molecular Biophysics at the National Institutes of Arthritis and Metabolic Diseases because of inadequate salary. Other institutes are similarly affected.

Several inequities exist among Federal pay systems. In addition to the point already made that some supervisors, under one pay system, receive less pay than their subordinates under another system, pay structures *within single systems* have decayed seriously. In far too many cases, there are inadequate pay distinctions, few pay incentives, and general inequity. A top-of-the-grade GS–11 is promoted to GS–12, for example, and is given supervisory responsibility over several GS–11's. His net reward for the added responsibility? Three hundred and fifty-five dollars per year, or $6.83 per week!

The reform proposal would remedy this inequity in two ways: there would be greater increases between grades, and the promoted employee would be assured at least the equivalent of a 2-step salary increase.

INSIDE vs. OUTSIDE SCALES

When the salary of a Federal employee is compared to that of his counterpart in the private sector of the national economy, only in a few of the lower grades has Federal pay kept pace with average private enterprise pay rates.

The recent Brookings Institution survey on the "Public Image of the Civil Service" revealed that educators, industrialists, professional people, and the well-educated in general tended to view with disfavor a career in Government. The lower qualified employee, on the other hand, felt he might improve himself by changing from private employ to Government employ.

Historically, there have been eras in which well-qualified citizens literally stood in line for an opportunity to compete for Federal service. With the increasing importance of Government work, a more competitive pay scale for desirable employees would make the Government's position more competitive.

EXECUTIVE DISCRETION LACKING

Little executive discretion is permitted in pay administration under the present Classification Act and Postal pay statute. The most energetic and productive employee, for example, must wait as long for a step increase as an average employee at the next desk.

Another weakness of existing pay laws is the lack of flexibility. Regardless of the import of new and valid developments, the President and the executive branch must live with the rules now in effect—they cannot adapt the system to such prevailing practices in the national economy as using a step increase as inducement for excellence of effort, although in special cases, above-minimum rates can be offered candidates in recruiting for shortage categories.

Thus we come to the basis for reform. Federal pay reform should be based upon two principles and upon establishment of executive-branch machinery for maintaining the principles in effect. The reform proposal includes these principles, and procedures for implementing them.

The two specific principles are comparability and internal alignment, both high-sounding but very appropriate terms.

The comparability principle requires that Federal salary rates be reasonably comparable with private enterprise rates for the same levels of work. Not only does this achieve fairness, the principle also provides competitive rates for recruitment and it supplies an objective yardstick for immediate reform and for subsequent adjustments of the level of Federal salaries.

The internal alignment principle calls for equal pay for equal work, and for pay distinctions in keeping with work and performance distinctions. Equal pay for equal work is already substantially in effect; it is stated in the current Classification Act and other Federal salary statutes. The pay distinctions part of the principle, however, has been badly neglected in practice.

Establishment of salary schedules under Federal pay reform should result from the joint application of the two principles.

In order to achieve reform and maintain sound pay systems with proper controls, the executive branch must assess needs regularly and develop proposals for salary adjustments and for other improvements in salary systems.

The principle of basing Federal salaries on private enterprise rates is sound. It provides a logical and factual standard of judgment. It insures equity and more nearly competitive rates. It encompasses other legitimate pay factors such as cost of living, standard of living, and productivity as those factors are resolved into the "going rate" throughout the economy.

The comparability principle has wide acceptance. The Federal Government first adopted it 100 years ago for Navy Yard workers and has since applied it to all Federal workers in trades and crafts, to employees of the Tennessee Valley Authority, and to Government work contractors through the Walsh-Healey and Davis-Bacon Acts. It is used by corporations, by many State and local governments, and by some other national governments. There is no apparent reason why it should not work equally well with white-collar Federal employees.

It is feasible to apply the principle. The Bureau of Labor Statistics national survey of professional, administrative, technical, and clerical pay will provide annually the required data on private enterprise pay. There are technically valid and established methods for translating the BLS data into Federal salary levels equivalent to those of private industry.

At no time in the past have we had so sound an instrument as the BLS survey on which to base salary adjustments.

INTERNAL ALIGNMENT

The internal alignment principle is now in force with regard to equal pay for equal work. But pay distinctions frequently fall short of work and performance distinctions.

Differences between salary scales at successive grade levels should reflect the position-classification or other alignment plan. Under the Classification Act, for example, positions are classified in work zones of uniform size from GS–1 through GS–11 and zones of doubled magnitude from GS–11 through GS–18. Salary intervals between grades should follow the same general pattern, but instead they have become unreasonably compressed through a series of pay raises which favored lower paid employees.

These pay raises over the years have so squeezed the bottom-to-top salary scale that Federal management must contend with employee attitude such as, "Why try? I'm well-enough off in this grade without taking on the worries of supervision!"

In 1928 the highest paid employee under the Classification Act earned 8.8 times as much as the lowest paid employee. By 1945 the ratio had fallen to 6.8 to 1, and today the ratio is 5.8 to 1.

For the man "most likely to reach the top"—the college graduate who enters Government at grade GS–5 immediately after graduation—the ratio is even lower. Today he enters at a salary of $4,345. If he reaches grade GS–18 his salary is $18,500, a total growth ratio of 4¼ to 1. In industry the same young man can aspire to approximately a 10-to-1 growth ratio over a lifetime career.

The Brookings Institution survey mentioned earlier revealed that the average college graduate feels that he might be able to reach the top in Government more easily than in business, but he points his finger directly to the sore spot when he concludes: "The top is not very high!"

WITHIN-GRADE INCREASES

Within-grade step increases reward and encourage improved performance. Step increases should be of sufficient size to be felt as material incentives. They should come more rapidly in the first years in a grade, when performance should improve most, and should come less

(Continued—See REFORM, page 20.)

Here is something new in Air Force position classification

by THOMAS W. NELSON, *Chief, Pay Branch*
Directorate of Civilian Personnel
Headquarters U.S. Air Force

NEW ROLE FOR AIR FORCE SUPERVISORS

THERE'S A LOT OF ACTIVITY and a great deal more enlightenment in Air Force these days concerning position classification. We have something new—SCCP.

SCCP stands for Supervisor-centered Classification Program. This means that the man who has the authority to assign responsibilities to a job (the supervisor) *now has the authority to classify that job*—an authority formerly reserved to the professional classifier.

This might suggest that the supervisor is left holding the bag. He is not—he is given instruction and may at any time call upon a classification specialist for advice and assistance. Then too, his classification actions are subject to postaudit and correction if necessary. Under SCCP the role of the classification specialist is that of consultant and auditor. But, despite the necessary checks and balances, the fact remains that the supervisor now classifies the jobs under him. And, to the surprise of some, he is doing exceedingly well.

Internal reaction to SCCP has been highly favorable, but as it is with any new program, not everyone is sold on the idea. Someone closely connected with the classification process commented, "For years we tried to 'sell' classification without too much success; now we're trying to give it away." A supervisor was more favorably disposed. He said, "I haven't been so interested in classification since they stopped hiding the standards in the safe!" These comments are not cited as being typical, but they do show the extremes of reaction to SCCP, and also some of the misconceptions as to what is and what was (we are not "giving away" classification and, to my knowledge, we have never hidden the standards in a safe).

SCCP as a concept is not new, but we believe that Air Force is the first to apply it in the Federal service. Already the program has moved from the purely experimental stage to become operational in many of our installations. And, it may be that our experience will become "Exhibit A" for other agencies either to consider using SCCP or to steer 180 degrees in the other direction. Time will tell.

This article is based on an official Air Force report developed by the author and William D. Young, a former management intern now employed as a position classification specialist with the Panama Canal Company. Art from Military Air Transport Service Manual.

The Classification Act of 1949 outlines the basis for equitable pay in the Federal civil service, using the principle of equal pay for substantially equal work. The law also recognizes that complete uniformity of application cannot be achieved by the law itself with its very general definitions of 18 levels of work. Were it possible for one person or even one small group of people to determine the classification of all jobs, objectivity and equity could be achieved. However, with hundreds of thousands of jobs in the Federal civil service, many hundreds of people must classify jobs. In order to obtain reasonable uniformity from all these people, we must have written rules, regulations, and standards.

Most people will agree that the preparation and interpretation of these rules, regulations, and standards can be done best by specialists. However, the application of these rules and standards—in other words, the determining of the grade and pay for individual jobs—can be accomplished by any one of several people. It is difficult for an employee or his supervisor to understand why the supervisor should have the authority to assign duties to employees, select employees, discipline employees, train employees, reward employees, and even fire employees *and yet not have the authority to make the basic decision of determining the grades (and hence the pay) of his employees.*

John Watts, our Director of Civilian Personnel, raised these same questions early in 1955. At that time, the Air Force had succeeded in centering most of the civilian personnel administration program around the operating supervisor—with the notable exception of position classification. Many improvements and simplifications had been made in position classification, but the classification specialist was auditing each position annually, preparing position descriptions, and determining the proper classification.

In turn, a report was presented to each supervisor, who was expected to place the findings into effect and explain the decisions to his subordinates. At best it is difficult to defend another person's decision and particularly so when you do not know the basis for the decision. Often this resulted in a little game between the employee and supervisor on one hand and the personnel office on the other. In its mildest form, the game employed such tactics as excessively long position descriptions, frequent re-audits of positions, and requests for many oral and written explanations. The more serious results were formal disagreements and appeals. These were among the comments that supervisors made to inspectors: "To the classifier, I am a spendthrift; to me, he is a self-appointed guardian of the Treasury." "Is the purpose of the Personnel Office to assist or to hinder?" While these were two isolated expressions and certainly not the rule, they do show some of the reasons why we began to question the effectiveness of our existing program.

EXPERIMENTATION AND RESULTS

Study and experimentation were begun to explore the possibility of improving the understanding and acceptance of position classification on the part of operating personnel. Two restrictions were imposed: the cost of position classification must not increase; the acceptable standard of compliance with law and regulation must be maintained. After studying other governmental and industrial job evaluation practices, the Air Force authorized experimental projects at eight installations where the technical staff was considered unusually competent, where recent inspections had indicated that the program was in good condition, and where a definite interest existed on the part of top management for improving the program. Each of these experiments was directed toward improving understanding and acceptance through greater participation by operating supervisors.

By the end of 2 years of experimentation, two of the eight had abandoned the project, four had achieved a moderate degree of improvement, and two had achieved significant results. Starting from different stages of development in the program, proceeding by different methods and at different rates of speed, all of the successful experiments resulted in essentially similar programs.

As an initial step, classification standards were obtained so that each participating supervisor had available the standards needed to classify his own positions. In the case of supervisors with no more than 10 or 12 subordinates, this meant only two or three series of printed standards. The next step was to provide sufficient orientation and training for supervisors to understand what was expected. In some instances formal courses were developed. In others, informal training was provided by having a classifier work with the supervisor the first time and letting the supervisor take over the second. Responsibility for a current, adequate description was assigned to the supervisor and he was then permitted to determine the correct classification in successive phases.

Reactions on the part of supervisors in these early days covered a wide range. The two extremes were:

"Too much paperwork. I'm already overloaded—don't have the time."

"Give me that authority—it's one way of getting promotions for my people."

Experience proved that neither initial reaction was valid. Since there were only a few actions for each supervisor to take and since he was already spending time on position classification, very little additional time and effort were required. Also, when the supervisor found that he had the authority and that *his* performance evaluation was based partly on the use of this authority, there was very little misuse.

Five immediate advantages accrued: (1) Immediate improvement in interest in and acceptance of classification as a management tool; (2) shorter, more specific position descriptions; (3) a decrease in the overall time

required to audit positions; (4) fewer oral and written explanations required and fewer appeals made; and (5) improvement in the understanding and use of position classification in the management process.

A number of trouble spots appeared also: (1) A marked increase in training time for both the supervisor and personnel technician; (2) problems concerned with obtaining additional copies of classification standards and maintaining files; (3) the necessity to develop more precise processing procedures; and (4) the necessity to develop review procedures to insure uniform application of standards and procedures. Two other findings were that the overall cost of position classification showed no measurable increase and that the accuracy with which positions were classified showed no marked improvement or deterioration.

Early in 1958, a summary of the results of the tests was presented to the Director of Civilian Personnel of the major Air Force Commands. On the basis of the results achieved during the experimental applications, Air Force regulations were revised *to permit and encourage* a change from a classifier-centered program to a supervisor-centered one. The change was intended to be evolutionary rather than revolutionary. Each Air Force command and installation can proceed in this direction as local conditions warrant.

SCCP ON THE MOVE

Since 1958, well over one hundred Air Force installations have revised their classification methods to obtain greater participation by operating supervisors. In many instances, all positions are now being audited and classified by the immediate supervisor. In others, the revisions have been restricted to blue-collar positions, where jobs are better defined and classification standards more precise. In some instances, it is not possible to operate under the revised methods, because of frequent turnover of supervisors, nonexistent or vague classification standards, and the lack of a competent technical staff to provide adequate training and advisory service. However, the pattern is set and all efforts are being directed toward eventual operation under SCCP.

We believe that most of the obstacles to this type of operation will be overcome in time. As more and more Air Force installations operate in the new pattern, supervisors will become trained, even with the military rotation pattern which exists. Classification standards, interpretations, and guides are being developed on a priority basis, using the time of installation-level classification specialists which was formerly devoted to the conduct of classification surveys. Competence is being obtained through centralized training, assistance visits, and the issuance of program guides and training aids. For example, in 1961 a 20-minute 16 mm. sound motion picture, *Over Your Signature,* was developed and distributed to assist in training supervisors.

This change in program direction also provides possible solutions to long-range objectives, such as providing supervisory personnel with greater job knowledge to deal with employee-organization problems, to utilize manpower resources more effectively, and to understand better the effect of personnel costs on total operating costs. For the first time, Air Force personnel officers are able to consider objectively the advantages of a personnel generalist program which includes the position classification function.

EVALUATING SCCP

To date, evaluations of this redirection in the classification program have been based on three measures—inspections, attitude surveys, and cost studies. Both Civil Service Commission and Air Force inspections have indicated no deterioration in the accuracy of classification decisions as a result of the changes, while a marked improvement in understanding and acceptance of position classification by employees and supervisors has been disclosed.

The few attitude surveys conducted so far reveal that approximately 90 percent of the supervisors involved prefer SCCP to the old method of operation. Moreover, supervisors have found a highly favorable employee response to the new method. Supervisors have found that they themselves now have a much better understanding of position classification, of their role in the assignment of duties to a position, of organizational structure and lines of authority, and of their own supervisory responsibilities in general.

Cost studies indicate that overall costs are about the same after the first year of operation. There has not been a sufficient amount of experience to tell whether costs will decrease when the present emphasis on training can be reduced and when this method of operation becomes routine.

On the basis of experience to date, the Air Force is convinced that SCCP is a substantial improvement over a classifier-centered program, that its tangible and intangible benefits are greater—and that its future holds high promise for improved personnel operations.

Heart Problem of Government
"Not machinery but men"

Environment of Excellence

by SENATOR HENRY M. JACKSON

Mr. Chairman, I am honored to have this opportunity to participate in this award dinner and to talk to this eminent gathering.

Since 1881 the National Civil Service League has worked faithfully on behalf of up-to-date personnel management at all levels of government. Also, through the annual Career Service Awards, it has sought to raise the prestige of the public service and to recognize outstanding effort and performance. All of us should be grateful to the League for its consistent record of noteworthy contributions to a better public life.

WE ARE CELEBRATING tonight the distinguished records of 10 career officers. Those whom we honor have diverse assignments. But they have one attribute in common. They know the importance of excellence, and they have achieved it.

This Nation is now engaged in the greatest competition ever undertaken by a free country. It is a competition to decide what kind of system is to prevail on this planet—a Communist world system or a peaceful world community of free states who do not threaten the freedom of others.

The Communists are determined to show that the Soviet system is superior to ours in every way—that they can outproduce, outplan, out-think, and outwit us—across the board.

The challenge is total. We must use all our resources and use them wisely.

The national security departments and agencies of our Government bear the heaviest responsibility. But every other area of the Federal service has a part to play. On the decisions made, and actions taken, by officials throughout the Government hangs the success of our national policies, and thus, our fate.

As never before, we have to provide a Government environment that encourages excellence.

THE CRITICAL FACTOR

For 2 years our Senate Subcommittee on National Policy Machinery conducted a nonpartisan study of our machinery for making and executing national security policy. This study had something of a surprise ending: we concluded that the heart problem of Government is not machinery but men.

Good national policies require both good organization and good people. But people are the critical factor. Wise, experienced, hard-working, incisive Government officials may win out over poor organization. But poor people will defeat the best organization.

Moreover, reforms in machinery cannot cure troubles which are really not due to defects of machinery. Organizational gimmickry is no substitute for practical measures to improve the competence and the performance of Government officials.

The caliber of our career service is very high. The Nation should be thankful for the skill and dedication of those who now man the Federal Government. But there is still great room for improvement in developing

Environment of Excellence is a reprint in full of the address of Senator Jackson to the National Civil Service League's eighth annual career service awards banquet in Washington on March 13.

The Senator was chairman of the Senate Subcommittee on National Policy Machinery, which made its final report in November 1961.

and using the rich resources of talent now found among our career officials.

I am not suggesting that a major cure is in sight whereby individual officers will suddenly have the opportunity to realize their own highest possibilities. The Government's gigantic size, its multitude of activities, its built-in checks and balances, and the sheer complexity of the problems we face, guarantee that life in the Government will have a generous quota of frustration.

It is wholly unrealistic to imagine that the hazards to good work peculiarly associated with Government service can ever be eliminated. But they can be reduced and made more manageable.

I would like to speak today of six particular tasks to which I believe our Government should vigorously set itself.

First: *There is more to be done in defining where we aim to go in the world, and how we propose to get there.*

Men respond to leadership.

Every new administration needs time to organize its official family, establish relations with the permanent civil service, and develop its guidelines of policy. But with the shakedown period over, we should have a clear understanding of our vital national interests and an order of national priorities to support them.

Unless top officials are in agreement on what comes first, what comes second, and what comes last, there is bound to be confusion and waste of effort below. This has been so under every administration.

A clear and reasoned basic doctrine, authoritatively presented and generally understood, is the precondition of successful delegation and coordination. It is thus also a precondition of first-rate performance throughout the Government.

Second: *We need to emphasize in Government the ingredient of human judgment, by visible, responsible officials.*

Men rise to responsibility. When they are given a job to do, the authority they need, and are held accountable for results, they are challenged to do their best.

Words spoken by Robert Lovett at the first hearing of our subcommittee in 1960 are still the right words:

> "The authority of the individual executive must be restored . . . committees cannot effectively replace the decision making power of the individual who takes the oath of office; nor can committees provide the essential quality of leadership . . ."

President Kennedy has made what I can only describe as a devoted effort to reshape the Government machinery on this principle: to get department heads and their subordinates into the act as responsible individuals. This is the right philosophy of operations, and we should go forward with it.

In this connection, our subcommittee made a simple but potentially useful suggestion. It was just this: to give committee chairmen the power and responsibility of decision. Other members of the committee would provide advice and counsel, but the chairman would decide. Of course there would also be a right of appeal to the next highest level of our many-layered, many-splendored Government—all the way to the President. And since this is so, I do not see the desirability or wisdom of unanimity at every lower level. This suggested change in the management of committees might make them more effective instruments of Government.

Third: *We must renew the fight against overstaffing.*

Like so many large private companies, our Government has too many people in it doing work that does not really need doing.

> *"A century ago, the failure of Government officials to do first-rate work may have meant some waste of the taxpayers' money. But today the cost of similar failure may mean our national survival."*

More people make for more layering, more clearances and concurrences, and more trespasses on the time of officials working on important problems.

The size of many Government offices has swelled beyond any real requirement. Some offices would operate more efficiently with one-third or one-half as many people.

I know, of course, that no attack on this problem has ever succeeded, and I do not pretend to have discovered a strategy that will work. But I think we must consider the elimination of entire functions, when these have lost their importance or make only marginal contributions. Also, by clearer delegations of authority, we must achieve a reduction of the number of people and agencies that get in on every act.

Though saving money is important, that is not the major aim. The aim is to get better decisions faster.

Fourth: *We should recognize the requirement for the civilian generalist and do more to prepare career people for posts of high responsibility.*

On the civilian side, we lack anything like an adequate career corps to deal with general policies and Government-wide concerns.

For example, an appointment may be made to a top career post in the Department of State, or Defense, or AID or CIA. But no matter which it is, the job will

demand an integrated understanding of military matters, modern weaponry and its capabilities, technological development, procurement, uses of intelligence services, uses and limitations of propaganda and political warfare, international relations and organizations, and the channels of international communication and negotiation, traditional and new.

No one is being trained for such jobs in an organized way. It is accidental when we find a person of first-rate ability who has been in and out of a series of Government assignments yielding such a fund of experience. And when such a person is found he is besieged to fill job after job.

For the most part, career officers are forced to focus their abilities and even their loyalties on the interests of particular bureaus or services. To get ahead, they may have to plan their careers in terms of the specialized concerns of one agency.

In this respect our civilian career services have much to learn from the training and promotion system of the Armed Forces which is designed to develop the general staff officer.

The time is overdue for a training and promotion system to develop the civilian generalist.

The course of preparation for top officials should be rigorous. It should not only screen out the less able but screen out the flabby and the less highly motivated. In the words of John Gardner, President of the Carnegie Corporation:

> "The king in the fairytale who required that suitors for his daughter's hand pass through a series of heroic tests not only ended up with a brave, clever (and lucky) son-in-law. He ended up with a highly motivated son-in-law. Not bad state policy."

For promising officers there should be greater flexibility and latitude in job assignments, more movement between agencies, and more opportunities for advanced training. Top posts in the career service should be the rewards of proven capacity to deal effectively with the first rank of national problems.

Fifth: *We need higher Government salaries, notably at the top of the civil service and at the sub-Cabinet level.*

Today, Federal pay scales are below those that obtain in many State and local governments. The highest paid Federal employee under the Classification Act would draw a bigger paycheck if he worked in the State career service in Georgia, New York, or California, for example—or for such cities as St. Louis, Denver, and San Francisco.

Federal pay scales are also behind those prevailing in private life. The Federal employee's top salary—if he stays in the service to reach it—will be less than half what his counterpart in private enterprise can look forward to.

I want to commend President Kennedy for taking a strong initiative on pay reform, and particularly for his concern with top career salaries. In his recent message to Congress, the President said:

> "The gap between private industry salaries and Government salaries is the widest at the upper levels . . . these are the very levels in the career service in which our need for quality is most acute—in which keen judgment, experience, and competence are at a premium."

I could not agree with the President more. I hope that Congress can help work out adequate salary adjustments, particularly for high executive and professional positions.

Sixth: *Our Government should project its personnel requirements and programs at least 5 years into the future.*

There is a long lead time in providing officials for critical Government jobs. We ought to be worrying now about the talent we will need 5 or 10 years from now.

With few exceptions the Government's civilian personnel needs and programs are not looked at in long perspective. Studies have been started on future requirements for scientists—one area where dramatic shortages are expected. Studies have also been started on future Government demand for personnel in foreign operations. These studies are a good beginning—but they do not assure the comprehensive picture that is needed.

The Bureau of the Budget testifies to the value of overall 5-year budgetary projections in helping the President establish guidelines for the current budget. Thanks to its 5-year program and budgetary projections, the Department of Defense now makes its annual program and budgetary decisions in a 5-year perspective.

I believe we should have comparable 5-year projections of personnel needs and tentatively approved personnel programs on a Government-wide basis.

As Don Price, Dean of the Harvard Graduate School of Public Administration, put it: "The myth of the Minute Man dies hard." In this kind of a world, personnel programs that have not been started 5 or 10 years before are too late!

In conclusion, let me say this:

The environment of Government does not make excellent work impossible. This evening's celebration testifies to that. But the present environment of Government does make excellent work too hard.

This Nation is locked in a struggle whose outcome will be as fateful to the Nation as a hot war. We confront the most prodigious problems of our history.

A century ago, the failure of Government officials to do first-rate work may have meant some waste of the taxpayers' money. But today, the cost of similar failure may mean our national survival.

The free world will not be kept free by the slovenly or halfhearted. We will need our best.

A Look at LEGISLATION

Status (as of April 3) of major Federal personnel legislation on which some action has been taken by Congress:

CLAIMS

H.R. 4131 authorizes the Comptroller General to waive indebtedness growing out of erroneous payments of money to any civilian officer or employee of the Government and any member of the uniformed services. Extends similar authority to heads of departments, agencies, or establishments for waiver of such indebtedness where amounts do not exceed $150.

Passed House; pending before Senate Judiciary Committee.

H.R. 6535 validates overpayments made to Federal employees for the period between February 28 and June 28, 1955, where such overpayments are attributable to erroneous retroactive wage increases. Provides for the return of any refunds collected.

Passed House; pending before Senate Judiciary Committee.

H.R. 10357 provides for settlement of claims against the United States by members of the uniformed services and civilian officers and employees of the United States for damage to or loss of personal property incident to their services.

Passed House; pending before Senate Judiciary Committee.

HOUSE TRAILERS

H.R. 10652 removes the statutory ceiling of 20 cents per mile allowance for employees transporting trailers or mobile dwellings upon their transfer from one official duty station to another.

Passed House; pending before Senate Government Operations Committee.

LIFE INSURANCE

S. 1070 amends the Federal Employees' Group Life Insurance Act to provide for additional insurance of $1,000 for employees whose salaries are less than $10,000 and $2,000 for those whose salaries are $10,000 and above.

Passed Senate; pending before House Post Office and Civil Service Committee.

PAY

H.R. 10480, the "Federal Salary Reform Act of 1962," would establish a basic policy for adjusting and administering Federal statutory salaries, based on a yearly review of salaries in comparable levels of work in private enterprise, would provide proper relationships within and among the various statutory salary systems, and would provide additional flexibility in salary administration.

The major salary scales affected are the Classification Act, the Postal Field Service Compensation Act, and the laws under which Foreign Service employees and employees of the Veterans Administration's Department of Medicine and Surgery are paid. Pay adjustments would be effective in three phases—in January of 1963, 1964, and 1965.

Title II, "Classification Act Amendments of 1962" adds two new grades, GS–19 and GS–20, to the General Schedule primarily to accommodate outstanding positions now paid under the Executive Pay Act or other statutory authorities. This title provides 10 salary rates in lieu of the present 7 scheduled and 3 longevity rates for GS–1 through GS–10; 10 rates for GS–11 through GS–14 in lieu of 6 scheduled and 3 longevity rates; 10 rates for GS–15 in lieu of 5 scheduled and 3 longevity rates; 7 rates for GS–16 in lieu of the current 5; and 4 rates for GS–17 in lieu of the present 5. GS–18 continues to have a single rate.

Instead of the present 1-year or 18-month waiting period, the time interval between within-grade increases would take effect as follows: once a year for the first three steps, once every 2 years for the next three steps, and once every 3 years for the last three steps. Provisions are made for recruiting above the minimum rate of the grade and for additional step increases for high quality work. The bill also provides that upon promotion to a higher grade an employee will receive not less than a two-step increase of the grade from which he is promoted. The limitation on the number of positions in grades GS–16, GS–17, and GS–18 would be removed entirely.

Title III, "Postal Employees Salary Adjustment Act of 1962," links pay levels in the postal field service schedule with specific grades of the Classification Act;

(Continued—See LEGISLATION, page 13, column 2.)

"On behalf of all Americans"—

The Vice President Salutes the Federal Service

On January 16, 1962—the 79th birthday of the Civil Service Act—Vice President Lyndon B. Johnson addressed employees of the Civil Service Commission at their annual awards ceremony. Beginning in a light vein, the Vice President turned to a more serious discussion of the role of the civil servant in today's world, and paid high tribute to the Federal work force.

The Journal *presents below the full text of the Vice President's address.*

IT IS A SPECIAL PLEASURE for me to come down here and help you celebrate the 79th birthday of the Civil Service Act.

This is my first opportunity to visit you since my rating went up. Of course, it wasn't the rating that I'd applied for—but this is a common complaint which you in the Service can understand.

You who have a front row seat on the "ins" and "outs" of government can appreciate the pitfalls of public service perhaps better than anyone else.

Recently during the State Department shake-up, I'm told that the standard instructions when you went out to lunch were: "If my boss calls while I'm out, be sure to get his name."

Certainly one of the great milestones in the development of our government was the birth and growth of the Civil Service system.

Teddy Roosevelt was one of the earliest and most instrumental in making the system work. Maybe it was fitting that it took a "rough rider" to do it.

But Roosevelt knew that a civil service system was the heart of clean government. He said, "The merit system of making appointments is, in its essence, as democratic and American as the common school system itself."

I know that you get as annoyed as I do at those who make it a daily habit to complain about the bureaucrats. A distinguished diplomat once observed to me that a close investigation reveals it is the plutocrats who talk the most about the bureaucrats.

During the past year I have visited many lands. I have been in cities that were ancient even before the birth of Christ and in countries so new there has not been time to put them in a standard Atlas.

And among the many things that stood out was the inescapable fact that in the modern world, no nation—new or old—can have unity and prosperity without a trained civil service.

To Americans, a trained and competent civil service has become a commonplace. We may grumble and grouse over reports about "bureaucrats" and inefficiency. We may growl over reports and rumors of allegedly "plush-lined" government jobs.

But in our heart of hearts, we know that our affairs are in good hands. We know that mistakes are ridiculously few in comparison to the tremendous job that is being done.

Therefore, it comes as something of a shock to visit a country where trained civil servants are virtually nonexistent.

A nation's people cannot be safeguarded against disease without trained public health officials. A nation's homes cannot be safeguarded against crime without trained civilian police. A nation's finances cannot be safeguarded against inflation or bankruptcy without trained clerks and economists.

And yet, there are nations in this world today who cannot find enough trained people to make even a beginning in the struggle to solve these problems.

In the past few years, many new nations have come into being. They have shaken off the shackles of the past and established their right to be treated with respect as independent countries.

Their independence was long overdue from a moral standpoint—and moral considerations must govern. But there would be nothing moral about closing our eyes to the fact that independence—to survive—requires the services of trained, professional administrators.

In many instances, the birth of these new nations was attended by struggle and turmoil. Some of these struggles are continuing. No one can be positive as to where or how they will end.

But we do know that a nation cannot sustain unity unless it meets its obligations to its own citizens. And this is the task of the professional administrator—the man or the woman who can make decisions on the merits and carry them out.

I am convinced that this is a factor which will have to play a larger role in our foreign aid programs. We must ship not just the materials that will raise their living standards and the technicians who know how to use them but the professional administrators who can help the governments set up a professional civil service.

This is not an easy matter to handle. In most of the underdeveloped nations, there is a suspicion of such actions which is understandable, however mistaken. It will take years of patient work to erase that suspicion.

We have, of course, made many efforts to help other nations with their problems of day-to-day administration. But I believe those efforts will have to increase. And in the years that lie ahead, our trained civil service may become one of the most potent of our implements of foreign policy.

We are facing an exciting year. It will be a year of tremendous importance for Americans.

There are before us challenges and opportunities fantastic in size and complexity.

We must re-shape our trade patterns so we can continue to compete in a world which is readying itself for a new economic giant—the European Common Market.

We must re-double our efforts to put on that extra burst of speed which will determine our standing in outer space.

We must be ready at all times for any new and unexpected challenges that may be hurled at us by world communism.

We must dedicate ourselves to maintaining—even at a sacrifice—the world organization which, however imperfect, holds forth the only hope for an orderly globe.

We must continue our attack upon the killing and crippling diseases with the hope that eventually we can eradicate these scourges of mankind.

We must devise new means to handle the periodic recessions which have weakened our economy.

And above all, we must continue our never-ending search for peace—honorable peace in which free men can be secure.

None of these goals can be attained without you—the dedicated men and women of the civil service.

To you, all Americans owe their unity, their strength and their ability to maintain freedom in a world where freedom is gravely challenged. On behalf of all Americans, I thank you for your daily efforts.

LEGISLATION—

(continued from page 11.)

PFS 4, 11, and 20 are equated with GS–5, 11, and 17, respectively.

Title IV relates to physicians, dentists, and nurses in the Department of Medicine and Surgery of the Veterans Administration. Title V provides for adjusting salaries for officers and employees under the Foreign Service Act of 1946. Title VI repeals a number of statutory salaries in the Federal Executive Pay Act and other special statutes and places the several positions under the Classification Act. Title VII covers a number of miscellaneous provisions.

Pending before the House Post Office and Civil Service Committee.

Hearings in progress before the Senate Post Office and Civil Service Committee on the general subject of pay.

PROMOTION

H.R. 1010 amends the Classification Act of 1949, as amended, to provide that upon promotion or transfer to a position of a higher grade an employee would receive not less than a 2-step increase of the grade from which he is promoted. (Included as section 206 of H.R. 10480, Federal Salary Reform Act of 1962.)

Passed House; pending before Senate Post Office and Civil Service Committee.

QUARTERS AND OTHER BENEFITS

H.R. 7021 permits Federal agencies under certain conditions to furnish employees with quarters, household furniture, utilities, subsistence, and laundry service. Provides that employee pay rental rates for such service based on the reasonable value thereof.

Passed House; pending before Senate Government Operations Committee.

RETIREMENT

S. 188 provides for voluntary retirement at age 55 after 30 years' service with no reduction in annuity.

Reported from Senate Post Office and Civil Service Committee; pending on Senate Calendar.

CONFLICT OF INTEREST

H.R. 8140 strengthens, revises, and simplifies existing Federal conflict-of-interest laws. Makes appropriate general provision for consultants and temporary employees in the executive branch, the independent agencies, and the District of Columbia. Integrates the conflict-of-interest laws with recodified prohibitions on bribery and graft.

Passed House; pending before Senate Judiciary Committee.

—Mary V. Wenzel

Civil Servants at Work:

Agricultural scientists in the Federal service—4,600 in the Department of Agriculture today—have contributed immeasurably to our health and welfare. In adding greatly to man's knowledge in a multitude of ways, they have literally changed the face of the earth in many areas. And, they have laid the foundation for flourishing industries that return to the people many times the investment in federally sponsored research.

Their unsung efforts have meant plenty of good food, better clothes, better homes, and better health to the Nation.

100 YEARS OF USDA RESEARCH

ONE HUNDRED YEARS AGO Abraham Lincoln signed the Act creating the Department of Agriculture with a charter "to acquire and diffuse among the people of the United States useful information on subjects connected with agriculture in the most general and comprehensive sense of the word."

Acquiring factual, useful information has been and is the job of research scientists—civil servants who have helped agriculture (which includes forestry) progress further in the past 100 years than it had in the previous 100 centuries.

From the beginning, agricultural research has been a cooperative undertaking—a partnership between the Department, the Land Grant College System, and the agricultural industry.

It's hard for us in today's world of fast-moving scientific progress to visualize the climate and times into which USDA and the Land Grant Colleges were born. Only six colleges in this country taught chemistry or physics by the laboratory method and virtually no research was being done by anyone to develop scientifically tested knowledge for use by farmers.

In the light of these conditions, the major advances by USDA and college scientists become truly remarkable.

Among the many scientists who helped transform American agriculture were such giants as Marion Dorset who proved that hog cholera was caused by a virus and Theobald Smith who found, in studies of Texas fever of cattle, that insects could transmit animal diseases and could be controlled by control of the ticks—a discovery that paved the way for control of malaria, yellow fever, and many other human diseases.

We must also include Maurice C. Hall who proved that humans as well as livestock could be freed of hookworms, S. Henry Ayers whose work laid the groundwork for present-day sanitary regulations for handling and pasteurizing milk, and William A. Orton who proved that plants could be bred to resist diseases. No list of outstanding scientists would be complete without W. W. Garner and H. A. Allard who made one of the most profound botanical discoveries of all times—that length of day rather than temperature controls growth, flowering, and seed production in many plants.

What has the work of these men and their associates meant to individual farmers, American agriculture, our Nation, and the world?

To farmers, research has meant a better living and a better way of life. It has meant hybrid corn, disease-

resistant crops, and effective controls for most insect pests and weeds. It has meant that their animals grow faster on less feed, and produce more meat, milk, eggs, or wool.

To agriculture as a whole, research has meant an overall gain in efficiency. In 1900, for example, one farmworker produced enough food and fiber for himself and six others, which is still somewhat better than Russian farmworkers do today. But an American farmer today produces enough for himself and 25 others.

To our Nation, agricultural research has meant plenty of good food, better clothes, better homes, and better health. Today, it means that 9 percent of our labor force works in agriculture; the remaining 91 percent devotes its energy to producing the many goods and services that make our standard of living the highest the world has ever known.

To the world, agricultural research has given us the means of feeding the hungry. It has made possible our agricultural abundance, the greatest force for peace ever known. It now means food for survival in underdeveloped countries, and it promises freedom from hunger when the fruits of agricultural research are employed to transform ancient practices into modern farm methods in underdeveloped areas.

FUTURE TRENDS

The major goal of past research was increased production—two blades of grass where one grew before. Today, agricultural research is striving to develop a better blade of grass—agricultural commodities with better quality, produced and marketed more efficiently, and tailored to fit consumers' needs. It is aiming to reduce waste by conserving our soil and water and ending the depredations of plant and animal diseases and insects.

Also, it is seeking to develop, from the commodities we now have, new products and processes for home and industry alike.

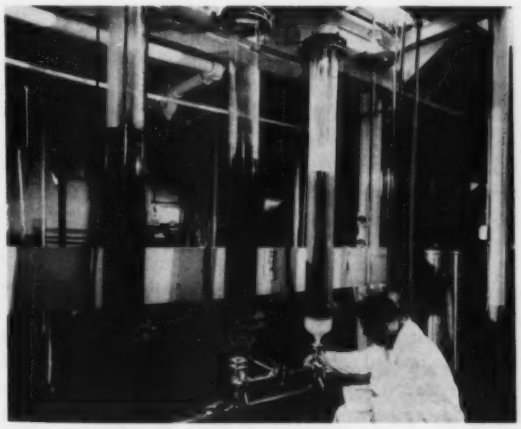
But above all, agricultural research continues—as it has done for a century—to develop knowledge. Today, USDA is placing more and more emphasis on basic research in an effort to better understand the *whys* of natural phenomena.

Pioneering agriculture research scientists are exploring the unknown and with good success. For example, their studies of the effect of light on plants has revealed phytochrome, the protein substance in plants that regulates their responses to light and darkness. This discovery has taken man a big step nearer to complete control over plant growth.

When agricultural scientists learn how viruses reproduce in plants and animals and how insects develop immunity to insecticides, we will be able to deal better with these diseases and pests that each year tax agriculture for billions of dollars.

Truly, a great responsibility for our future welfare and the continued strength of our Nation rests squarely on these civil servants—the agricultural scientists.

—Dave W. Goodman
Public Information Officer
Agricultural Research Service



PILOT PLANT removes radioactive strontium from milk using ion-exchange resin columns shown here. This method to safeguard the Nation's milk supply in event of nuclear attack is one of several under study in cooperative studies at the Agricultural Research Center, Beltsville, Md.

CYCLIC LIGHTING, demonstrated here, can save commercial nurserymen up to 95 percent of their electrical costs. This is a new method of using light to control plant growth. It stems from basic research on photoperiodism, which proved that a pigment in plants reacts to light or darkness to regulate plant development.

TRAINING DIGEST

OUTSIDE TRAINING AUTHORITY BROADENED

Greater responsibility for authorizing training of probationers at non-Federal facilities is now in the hands of department and agency heads. After a comprehensive review of training regulations with agency advice and assistance, the Commission broadened its delegations to agencies on outside training in two areas.

Agencies may now place employees in non-Government training during their first year of service whenever they find that postponement of the training until the year is up would be contrary to the public interest. Agencies, rather than the Commission, will decide when the public interest warrants exception from the congressional policy that such training should be postponed until an employee has completed "one year of current, continuous civilian service."

The second amendment provides that an obligated-service agreement will not be required for a period of non-Government training of 80 hours or less. Previously, the floor was 40 hours. Agencies may still require employees to sign agreements even though the Commission's regulations do not require them to do so.

The Commission, in issuing the revised regulation, pointed out that judicious decentralization of authority to approve non-Government training can contribute to effective use of training potential. The current regulation states that authority to approve outside training of more than 40 hours' duration shall "be held at a sufficiently high administrative level to insure that the policies and viewpoints of the department head are reflected in each decision." This, the Commission believes, is broad enough to permit agency delegations which are proper and within the bounds of good administration.

PUT PLANS IN WRITING, SAYS AF

Significant improvement in training resulted from the requirement that local activities write out their plans for determining training needs as well as for actual training, reports Air Force headquarters. In 1957, 60 percent of local training activities were rated as adequate or better by AF inspection teams. During the first year of the "put-it-in-writing" requirement, inspectors found 81 percent of the local training activities were reaching the adequate or better standard, and 92 percent in 1961. AF officials find a positive correlation between good administration and good training activities.

TRAINING NOTES

Conflict-of-interest policy, of interest to trainers who hire outside speakers, was set forth firmly by the President in the Federal Register, February 14, 1962 (v. 27, No. 31). Applying the policy to the training field, employee development officers may conclude that persons hired to teach should not be used to advise on training contracts; those used to advise on contracts should not be used as lecturers. (For more information on conflict of interest, see *Civil Service Journal,* October–December 1961, p. 29.)

Teaching by Machine is the title of a new Office of Education research monograph (OE–34010, No. 6). At present, that Office has 27 research projects underway related to auto-instructional materials.

Federal Executive Boards, newly established by Executive order, will be expected, among other things, to support needed executive training and to plan joint educational and training activities.

Equal Employment Opportunity and intergroup relations is the subject of a new bibliography of the CSC Library. The material, prepared for the use of deputy employment policy officers in the development of training courses, is available from the Commission's Office of Career Development.

Assessing and Reporting Training Needs and Progress, a pamphlet in CSC's Personnel Methods Series, has been revised and reissued. It is a how-to-do-it aid and technical reference for those who have responsibility for making the reviews and evaluations required by the Training Act.

PLANS FOR EDUCATION AWARDS

The National Institute of Public Affairs is completing plans for the administration of the Ford Foundation's $2.5 million grant for Career Education Awards. The grants will be awarded to 50 employees annually from among nominees of Federal agencies. The employees will remain in a pay status. Tuition and personal costs will be paid from foundation funds. Additional foundation funds will be allotted to universities that participate in this program.

FEDERAL CENTER FOR EXECUTIVE TRAINING

Plans for a Federal Government center for executive training, revised after the University-Federal Agency Conference on Career Development at Princeton University, have been sent to Senators, Representatives, and other public figures for comment. The revised plans for what is often referred to as a "Senior Staff College" will also be studied at a University-Federal Agency Conference to be held this spring in California.

—Ross Pollock

LEGAL DECISIONS

UNION ACTIVITY: RIGHT TO PETITION

Two of the least litigated provisions of the Lloyd-LaFollette Act are found in subsections (c) and (d) of section 6. They provide that membership in an association of postal employees or the presenting of grievances to Congress may not be cause for reduction in rank or compensation or removal, and that the right of persons in the civil service to petition Congress may not be denied or interfered with. In an interval of less than a month, these subsections have provided the basis for two recent court decisions. Both cases involved veterans who had been removed; both arose in the United States District Court for the District of Columbia; and, by a rare coincidence, both were decided by the same judge.

Eustace v. *Summerfield*, decided October 18, 1961, involved a postal employee who was removed because, as president of his local union, he participated in a demonstration in front of the post office and distributed handbills which, in the language of the court's decision, "to put it mildly, were forcefully and acrimoniously critical of" his superior officers. This was done outside working hours.

The plaintiff argued that the right of membership in a union embraces the right of all activities in the union of the type that other unions at times conduct. The court rejected this argument, holding that the statute limits the rights of employees to membership in an organization and the presentation of grievances to Congress. In the absence of a provision authorizing Government employees to engage in external concerted activities of the nature involved in this case, the court upheld the removal. The case has been appealed to the Court of Appeals.

Steck v. *Connally*, decided November 15, 1961, involved an employee of the Navy Department who was removed on charges that he had circulated among his fellow employees during working hours a petition to a Member of Congress. The court ruled that the removal was a violation of section 6(c) and (d) of the Lloyd-LaFollette Act. The court recognized that an activity of this kind can adversely affect the morale of a Government department and can be vexatious and annoying at times if the employee acts unreasonably, but pointed out that the statute contains no limitation. The court stated that the fact "that the petition was circulated during working hours involves minutiae unless it can be shown there was a serious disruption of work and a substantial loss of time."

CONDUCT OF EMPLOYEES

Here are two cases that involve subject matter that has not been before the courts very often, namely, agency regulations that prescribe standards of conduct for employees and limit or prohibit their outside activities.

Indiviglio v. *United States*, Court of Claims, February 7, 1962. Plaintiff was separated for engaging in unauthorized outside activities in violation of his agency's policy and regulations. He sued for back pay, alleging that the agency's regulations were unreasonable. The court dismissed his petition, stating:

"Under the circumstances, rather than being unreasonable and restrictive, because of the nature of the Federal Housing Administration's activities, we think the policy and regulations were indeed necessary to a complete and honest function of the agency. There is nothing unusual or harsh therein contained, and in many other instances similar regulations and policies are enforced. . . .

"Thus, when the agency maintained a stated policy prohibiting outside activities which might reasonably be construed as being in conflict with any interests of the Federal Housing Administration, it is not only reasonable, but also necessary and normal."

Dew v. *Hallaby*, District Court, District of Columbia, October 18, 1961. In the first issue of the *Journal* we reported *Dew* v. *Quesada*. As a result of the decision that plaintiff had been denied his right under section 14 of the Veterans' Preference Act to have a reasonable time to answer, he was restored to duty. The agency proceeded to remove him again and he is again seeking restoration.

The case involves a regulation of the Federal Aviation Agency promulgating a standard of conduct for its employees which reads as follows:

"Any employee who engages in criminal, infamous, dishonest, immoral or notoriously disgraceful conduct or other conduct prejudicial to the Service is subject to disciplinary action."

Plaintiff was removed for conduct prior to his employment. He argued that the regulation should be

construed as referring to conduct during the period of employment. The court ruled against him, stating:

"It is the usual practice of the courts to accept an administrative interpretation of a regulation unless such interpretation and construction is palpably unreasonable or patently erroneous.

"The Agency states that had they known these facts which came to light only after the plaintiff was employed, they would not have appointed him to his position. Surely the government may not be estopped, merely because the probationary period has passed, from discharging an employee who is found to be lacking in qualifications for the position for which he had been appointed, irrespective whether those qualifications relate to competency to fulfill the duties of the position or to character."

Plaintiff has filed an appeal with the Court of Appeals.

MISCELLANY

In other cases the courts made the following decisions:

• Ruled that customs officers who were required to travel to ports away from their post of duty to clear vessels were entitled to overtime pay when their return trip was made after duty hours. *Curtis* v. *United States,* Court of Claims, February 7, 1962.

• Upheld the order of the Commission directing the removal of the Director of the Department of Conservation of the State of Illinois for political activity in violation of section 12(a) of the Hatch Act. A petition for certiorari was filed in the Supreme Court on February 9, 1962. *Palmer* v. *United States Civil Service Commission,* Court of Appeals, 7th Cir., January 8, 1962.

• Held that a person with competitive status acquired under a prior appointment who is serving in a position in the competitive service under a temporary appointment pending establishment of a register is not entitled to the procedural protections of the Lloyd-LaFollette Act upon removal. *Bennett* v. *Udall,* Court of Appeals, D.C., February 8, 1962.

• Rejected the contention of the plaintiff that she had been placed in double jeopardy in violation of the Constitution when she was removed under section 14 of the Veterans' Preference Act for the second time after being restored on the ground that the first removal was procedurally defective. The court pointed out that double jeopardy applies to criminal charges and that the charges in this case were in no sense of a criminal nature. *Stevenson* v. *United States,* Court of Claims, December 6, 1961.

—John J. McCarthy

STANDARDS and TESTS

INDUSTRIAL AND SKILLED TRADES POSITIONS

A major effort is being made to work out a systematic approach to the development and application of standards for industrial and skilled trades positions. An interim draft of a handbook incorporating general concepts and specific standards is being reviewed and evaluated by agencies and Commission offices. It is the culmination of 10 years' experience in examining for trades positions and is intended to provide a single qualification standards framework that will accommodate to the variety of classification systems now used by agencies in identifying and grading 800 or more specific blue-collar jobs for salary purposes.

AID AND ASSISTANT EXAMINATION

The central office of the Civil Service Commission is cooperating with several regional offices in conducting pilot examinations that are being announced under the general title of Aid and Assistant Examination. This program is designed to attract high school seniors into the Federal service. In support of these pilot examinations, test batteries have been developed and are being tried out for the positions of general clerk, office machine operator, scientific and technical aid, and trades helper. Examinations under this program will be given in various parts of the country this spring. Test validities and operating feasibility will be determined from these pilot studies. Initial experimentation with the general clerk and office machine operator test battery has been conducted with the cooperation of various commercial schools and Government installations to assure that the test battery will be tailored to this examining program.

REVISED BOOKLET ISSUED

One of the most popular booklets the Commission has issued in recent years is one designed to help teachers and students understand the nature of the Stenographer-Typist examination and the standards required by the Government for employment in these occupations. A completely revised booklet (AN2400R) has just been printed and is now available from the Government Printing Office at a cost of 30¢ a copy. The sample tests may be ordered separately, either singly or at a bulk rate for 100 copies.

Included in the booklet are complete sample tests for each part of this examination, together with the standards required in each part for the various grades and

positions in these occupations. The revision was made in part to bring the material up to date, but primarily to illustrate recent improvements in the general abilities test. This test has been broadened to include additional measurement of clerical skills because an increasing proportion of the duties in these occupations is clerical as contrasted to typing and shorthand skills.

NEW TEST FOR LIBRARIANS

The Test Development and Occupational Research Section has been working for some time on development of a subject-matter proficiency test in library science. It will be used as a screening device for people who do not meet the regular educational requirements for librarians, but who do have the presumed equivalent in experience, or a combination of experience and education. This test is being developed in cooperation with a committee of professional librarians.

GUIDE FOR EXECUTIVE SELECTION

The Commission has prepared a new publication entitled *A Guide for Executive Selection* for agencies to use in their programs for identifying executive talent. The pamphlet is Personnel Methods Series No. 13 and is available from the Superintendent of Documents for 20¢ a copy.

The *Guide* was distributed in draft form to Commission regional offices for comment and was used as background reading by participants in the 1-day Institute on Executive Selection conducted by the Commission last year. Many of the comments and suggestions of these groups were incorporated in the published pamphlet.

The tentative nature of many of the guidelines in the pamphlet is recognized. Despite this, it is hoped that the *Guide* will improve systematic analysis and judgment about executive requirements and selection and that it may generate further recognition of the need for broader and more intensive research in this vital field.

APPRENTICE TEST BEING STREAMLINED

The present apprentice test battery is being revised in line with changes in the nature of apprentice training programs, and in high school and technical school curricula. The new test will require less time to administer (4 hours as compared to 7). A special feature will be the advance distribution to all applicants of an instructional booklet on the basic principles of shop arithmetic, algebra and elementary physics. With this material, candidates who have not had formal training in these needed subjects can prepare themselves to take the test and to absorb the training that requires these knowledges.

TRAINING AGREEMENTS STUDY

For some time the Commission has been engaged in a study of the Federal Personnel Manual material on training agreements. The tentative draft of new material, developed as a result of this study, has been distributed for comment to Commission offices and agency headquarters personnel offices. Our primary objective in this project is to emphasize training agreements as useful management tools which permit more flexibility for special recognition and career advancement of persons with high potential. In the draft we have placed greater stress on the quality rather than the amount of the training given under training agreements.

PROGRESS REPORT

The following new or revised position classification standards were distributed to agencies the first part of February 1962:

- Guide (Interior Department only)
- Loan Specialist
- Museum Specialist and Technician

The following new or revised position classification standards were ordered from the Government Printing Office for April distribution:

- Cartographer
- Historian
- Illustrator
- Museum Curator
- Printing Officer

The following qualification standards were printed for December–February distribution. The ones marked with an asterisk are single agency standards and were distributed selectively. The others appear in Handbook X–118 "Qualification Standards for Classification Act Positions":

- Air Traffic Controller
- Vocational Guidance Assistant and Officer (Interior)*
- Elementary and Secondary School Teacher and Administrator
- Guide
- Loan Specialist
- Museum Specialist and Technician
- Psychologist
- Psychology Aid and Technician
- Regional Personnel Manager (Post Office)*
- Veterinarian
- Veterinary Student Trainee

Tentative drafts of classification or qualification standards are now or soon will be circulated for comment for the following positions:

- Architect
- Cryptographic Equipment Operator (formerly Communications Code Clerk)
- Financial Management positions
- Geodetic Technician
- Navigation Information Specialist
- Realty Specialist

REFORM—
(continued from page 4.)

rapidly in later years when the aim is to motivate continued good performance. Step increases should cover the term of most careers in a given grade. Letter carriers, for example, should be able to look forward to progressive increases over a long period even though there is little opportunity for promotion.

Under the reform bill, the first three within-grade step increases would come every year to the deserving employee; the next three every 2 years; and the remainder every 3 years. Thus a Classification Act employee could stay in the same grade for 18 years without reaching a "dead end." In the Postal Field Service he could stay even longer in a grade without reaching the top.

Policy in use of rates should permit flexibility in their application within pay schedules. For example, hiring above the entry rate should be permitted when the individual's qualifications so warrant. Extra step increases should be given for extra competence. Under the Federal pay reform proposal, one merit increase could be given every year when it is earned.

Upward adjustment of salary ranges should be permitted when necessary to enable the Government to attract and hold well-qualified personnel in shortage occupations and in rare instances of high pay areas. For 20 years I have been confronted with personnel problems stemming from the inadequacy of Federal salary systems. These have included critical recruiting problems, losses of key personnel, pleas for legislation to favor special groups, and efforts to manipulate job classification to offset salary. Pay reform would help to eliminate these problems.

RESPECTIVE ROLES

In a discussion of pay reform it is pertinent to consider the respective roles of the President and the executive branch.

The President's role in pay stems from his responsibility as Chief Executive as well as from specific statutes which require him to take action in matters of Federal pay.

As Chief Executive he must assess the pay requirements for competent operation of the Government. He must be concerned with equity for the Government employee who lacks the means available to the private enterprise employee for achieving such equity—means such as the bargaining table and the right to strike which exist in private sectors of our democracy.

In order to support the President in his responsibilities for initiating salary adjustments and improvements in statutory systems, the executive branch must carry out certain functions. These responsibilities include:

Comparing Federal salary levels with salaries in private enterprise as reported each year by the Bureau of Labor Statistics;

Considering the need for revisions in salary structures and policies in the light of current programs, activities, and problems;

Consulting with employee representatives in maintaining both communication and harmony in employee-management relations;

Recommending appropriate salary action.

Staff functions in salary matters are now performed as a joint activity of the Civil Service Commission and the Bureau of the Budget as a part of their current staff responsibilities to the President.

NECESSARY STEPS

Three major steps are required in developing a Classification Act salary schedule at levels comparable with salaries in private firms: fact-finding, analysis, and action.

The Bureau of Labor Statistics surveys private enterprise rates and reports national averages. On the basis of this survey, a Classification Act pay line is fitted to the grade averages of rates reported by BLS. Salary schedules for other statutory systems are derived by linking key levels of those systems with appropriate Classification Act grades.

The BLS survey is a comprehensive one. As a part of its community wage survey program, BLS surveys salary rates paid in private enterprise for 70 professional, administrative, technical, and clerical jobs.

Jobs surveyed consist of work which is essentially the same in Government and industry, those which occur frequently in both Government and industry, and those which are representative of grades GS–1 through GS–15 of the Classification Act.

Salary information is collected in 80 metropolitan areas which are selected so as to be representative of all U.S. metropolitan areas. Facts are gathered in all industries which are major employers of the occupations surveyed, whether manufacturing, public utilities, wholesale and retail trade, finance, or service industries.

Salary information is collected in establishments with 250 or more employees, selected to be representative of industries and areas. Clerical and technical data are collected from 6,000 establishments. Professional and administrative data are collected from 1,600 establishments.

To arrive at Classification Act salary rates comparable to those in private enterprise, the national average rates reported by BLS for jobs matching each Classification Act grade were combined into a grade average. A regularized pay line was then derived from these grade averages. When a salary range for each grade was developed, the pay line rate for the grade became the fourth rate of the range. Since the national rates under the BLS

survey are an average, step 4 was selected as the nearest thing to this under the Classification Act.

Since there are no nationally representative salary data for grades above GS–15, rates for the President's reform bill at these grades were determined by extending the line on the basis of the internal alignment principle.

The upper end of the line thus derived was then tested against the rates found in the 1960 CSC study of 21 large companies and the line was found to run well below rates paid in these companies.

CSC's 1960 study revealed that in a majority of positions employees holding responsibilities comparable to GS–16 received $20,000 to $30,000 per year; those comparable to GS–17 typically received $27,500 to $37,500; and those comparable to GS–18 received $32,500 to $45,000. The reform bill will not boost the higher GS rates up to private enterprise levels, but it will involve significant raises for Federal employees in these grades.

TOP GRADES

Another often-voiced requirement of reform is incorporated in the reform bill—that of lifting the numerical ceiling on present grades GS–16 through GS–18 and creation of new grades GS–19 and GS–20.

Objectivity and equity would be provided in classifying positions at the higher career levels by removing the limitations on numbers of positions which may be placed in grades GS–16, GS–17, and GS–18.

Existing special authorities for certain agencies to place a specified number of positions in these grades without Civil Service Commission review would become unnecessary and would be eliminated, but requirements for an annual report to Congress on positions in grades GS–16 and above would be retained.

Limitations on the number of positions to be placed in a grade are inconsistent with the principle of alignment underlying the proposed reforms. A limitation of this kind prevents classification of positions at the grade levels appropriate to the duties, responsibilities, and qualifications required.

An important part of the salary reform plan is to return a few high-ranking positions of bureau directors and similar posts to the general salary structure. The positions, most of which were formerly under the Classification Act, had been granted higher compensation under the Federal Executive Pay Act or other authorities.

Since these are not positions of heads or assistant heads of agencies, they would be placed in the Classification Act system, at grade levels and under procedures which fully recognize their special importance.

Most of these would be placed in new grades GS–19 and GS–20, at salary rates considerably above GS–18, even though full comparability as projected from present comparisons with private enterprise cannot be attained.

Personal action by the President, after review of the recommendation of the Civil Service Commission, would be required to place a position in either of the two new grades.

EQUITY FOR PL–313's, OTHERS

President Kennedy's reform proposal would increase and automatically relate to the Classification Act the salary ranges for specified numbers of positions, mostly scientific or professional, now provided in Public Law 313 and similar statutes. Whereas current ranges are generally $12,500 to $19,000 for these positions, the scale at the beginning of the 3-year plan would range from $16,400 to $20,315. At its end the range would be from $19,125 to $24,500 for these key employees.

Thirty positions in the National Aeronautics and Space Administration which now may be paid up to $21,000 could be paid up to $24,500 beginning in January 1963.

Employees now paid under PL–313, as well as the 30 positions in NASA, stand to benefit from the proposed relating of their salaries to the range for GS–16 through GS–18.

While this action would remedy in large measure one of the problems involved in research and development, parallel action would upgrade the pay of medical and nursing personnel paid under VA's medicine and surgery grades.

Three sets of salaries for positions of directive staff, physicians, dentists, and nurses in the Department of Medicine and Surgery of the Veterans Administration would become effective.

Chief Medical Director would compare with GS–20; Physician (Director Grade) with GS–16; Physician (Associate Grade) with GS–11; Director (Nursing Service) with GS–15; and Nurse (Junior Grade) with GS–6.

As at present, salary ranges for intermediate Medicine and Surgery grades in VA would generally follow the Classification Act pattern.

OTHER LINKINGS

Other separate statutory pay schedules existing at present would be linked with GS grades under the reform. Certain key levels have been matched so as to be fairly balanced under the alignment principle.

Postal Field Service salaries, for example, would be adjusted to private enterprise levels, through relating PFS–20 with GS–17; PFS–11 with GS–11; and PFS–4 with GS–5.

Using the same method, Foreign Service salaries would be linked with the Classification Act by relating FSO–4 with GS–13; FSO–8 with GS–7; and FSS–10 with GS–4.

As in the Classification Act system, and for the same reasons, salary increases for Foreign Service, Postal Service, and VA's Medicine and Surgery would be greatest at the higher levels.

(Over)

In simplest essence, the President's proposal would serve four major ends. It would:

—Establish a "governor" policy or standard which would objectively control the level of Federal salaries and automatically set adjustments in motion when needed.

—Move systematically toward placing Federal statutory salaries at levels comparable with salary levels in private enterprise.

—Establish equitable relationships among Federal salary systems.

—Permit better use of pay rates for recruitment and motivation.

The program, in view of the cost involved, would provide comparability and alignment over a period of 3 years.

At the end of the 3-year period, the results of the BLS survey would form the basis for timely action to keep the salaries of Federal employees at the level of comparability.

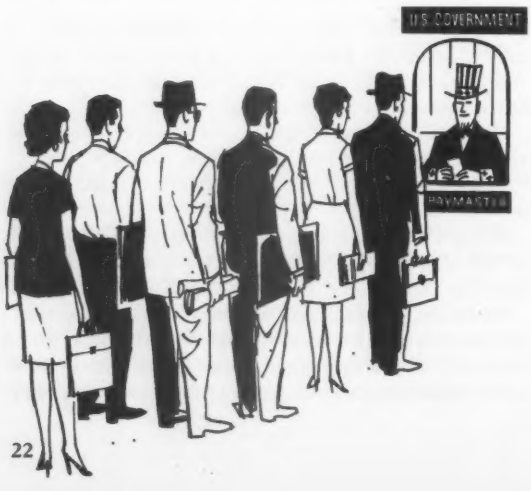
The reform would affect more than 1.5 million Federal employees. Its cost over the 3-year period would be $1,058,500,000. The first-phase cost, beginning in January 1963, would amount to $448 million on an annual basis.

Changes in national salary levels before the second phase and the third phase would be taken into account in the President's annual recommendation to Congress, as would changes in national levels in subsequent recommendations after the full reform had been placed in effect in January 1965.

Structural and other reforms would become effective in January 1963.

In transmitting his reform bill to Congress, President Kennedy said:

"Although flat increases for lower-paid workers are included as a matter of equity, the essence of this bill's objectives is Federal pay reform, not simply a Federal pay raise. Where pay raises result from the establishment of objective pay standards, they are primarily a reflection of the extent to which Federal salaries have lagged behind the national economy."



EMPLOYEE-MANAGEMENT RELATIONS

New responsibilities have been added to all levels of management in the Federal service as a result of the formulation of "A Policy for Employee-Management Cooperation in the Federal Service" by the President's Task Force on Employee-Management Relations and the subsequent issuance of Executive Order 10988.

No better guide to carry out the provisions of the Presidential policy exists than the report and recommendations of the Task Force. This covers the "what" and "why" of the policy. Commission and agency training is now underway to make clear the "how."

In this issue, *Shelf-Help* has tried to select a few texts that will be of assistance to people who need to increase their general background knowledge in industrial relations. The reader will want to remain acutely aware, of course, that principles and practices developed in the private sector are not necessarily applicable in the Federal program.

Arbitration and Public Policy, Spencer D. Pollard, editor, Bureau of National Affairs, Inc., 1961. 208 pp.

This publication is a record of the proceedings of the Fourteenth Annual Meeting of The National Academy of Arbitrators in Santa Monica, Calif., in January 1961.

In view of the possibility of advisory arbitration entering into the process of management relations with employee groups as provided by the President's policy and Executive order, this little volume will afford a reliable background for the administrator. Each chapter represents a formal presentation of the subject supplemented by lively dissent from the floor. The formal presentations are by recognized authorities and the commentators and dissenters are experienced arbitrators.

The book is particularly valuable in providing a wide range of arbitration thinking and climate. The footnotes not only document legal cases, court decisions, and references, but also provide a basis for wide-ranging research in the subject.

Frontiers of Industrial Relations, Robert D. Gray, editor, Industrial Relations Section, California Institute of Technology, 1959. 450 pp.

This book contains a collection of enlightening papers by eminently qualified practitioners in this field. Among the contributors are Lawrence A. Appley, Paul Pigors, Waldo E. Fisher, Dale Yoder, William Oncken, Jr., Robert Tannenbaum, and many others. Editor Gray is

to be congratulated for achieving so representative a group of contributors.

The diversity of views as well as the wide range of subjects makes this a particularly rewarding publication. There is a variety to the papers that should satisfy the most catholic of curiosities. As a body of reference material, it is a practical working tool for those who must give effect to the President's employee-management relations policy.

The Impact of Collective Bargaining on Management, Sumner H. Slichter, James J. Healy, and E. Robert Livernash, Brookings Institution, 1960. 982 pp.

This Brookings study by the late Sumner Slichter, completed by his associates James J. Healy and E. Robert Livernash, is an encyclopedic study of current collective bargaining experience. It was 4 years in preparation and represents the most comprehensive and penetrating examination of the subject that has ever been published. It is notable not alone for its coverage and depth but also for the authoritative nature of its subject-matter treatment.

As his associates point out, the manuscript was practically complete at the time of Dr. Slichter's death. Consequently we are assured that it bears not only the scholarly imprint but also the authoritative conclusions of the sound research methods that have characterized Slichter's devotion to the field of labor economics.

It is a resource that the administrator should not ignore. One need only to peruse the brief statement of the scope and purpose of this study to be persuaded that it has immediate application to the problems arising from the policy statement and the Executive order on employee-management relations in the Federal Government. That it achieves its purpose is evidenced by the most casual examination of its findings. But for the administrator who must see to it that the Presidential policy works, it is required reading.

Collective Bargaining in the Federal Civil Service, Wilson R. Hart, Harper Bros., 1961. 302 pp.

Hart's book appeared before the Task Force had made its recommendations or the President had issued his Executive order. Nevertheless, the book is not dated.

In the chapter "What facts of history and law have a bearing on the issue?" he traces Presidential acts and utterances from Theodore Roosevelt down to the Eisenhower administration. Then follows an array of judicial opinion and a sampling of legislative enactment. He concludes this roundup with the statement that Congress in the Taft-Hartley Act did not intend to deprive Federal employees of any collective bargaining rights other than the right to strike. After considering the doctrine of sovereign employer and the questions of delegated powers and the rule-making authority, he asks "Can a sovereign employer bargain collectively?" Hart concludes that he can, but that he cannot be forced to do so.

> "Collective bargaining in government is impossible unless it is voluntarily decided, as a matter of legislative or executive policy, that it is in the public interest for employee-management relations programs inside the government to be carried out in accordance with the principle of collective bargaining."

Hart has provided a model employee-management relations plan for a hypothetical department that with modifications, he asserts, could fit any department's or agency's needs in providing an ideal employee-management relations program.

In an equally constructive way he has analyzed the recurring legislative proposals for employee-organization recognition. In this analysis he is devastating in his criticism and raises some alarming questions that may have been overlooked by the most ardent proponents of this piece of legislation.

In summary, Hart has done a real service in compiling this material but it is doubtful that he has succeeded in completely supporting his thesis that collective bargaining as we now know it in industry is the compelling imperative that will assure that the Federal Government will become the model employer he envisions.

Case Method in Human Relations, Paul Pigors and Faith Pigors, McGraw-Hill Book Co., 1961. 413 pp.

The Pigors text is recommended for the manager or the employee development officer confronted by the need to increase the sensitivity of the supervisory force to the social climate of a work situation. They have provided an excellent textbook that is both a valuable resource of case material as well as a guide to the methodology of thinking about social situations.

The fact that the authors have designed their "cases" for use with the incident process not only increases the uses to which they can be put but also enhances their usefulness for staff meetings. Unlike standard case studies, the incident process requires no lengthy premeeting study but can be presented to any group without preparatory reading.

Not content with presenting case after case, they have also provided a running commentary that develops the philosophy behind good employee-management relations. They expand on a method for analyzing social situations. This includes looking into typical factors, combining different points of view, and resorting to the ideas and practices of general semantics. The importance of language in interpersonal relations is by no means overplayed by the writers, in fact here they are most realistic.

Reading the Pigors text makes the problem seem deceptively simple. But watch out, it is more profound than it may seem at first reading.

—Franklin G. Connor

SECOND ANNUAL

FEDERAL WOMAN'S AWARD

THE SECOND ANNUAL FEDERAL WOMAN'S AWARD was presented to six distinguished Government career women at a banquet in Washington, D.C., on February 27. They had been chosen by a special panel of judges from among 65 women nominated by Federal agency heads. Current interest in the ability and accomplishments of women, generated by President Kennedy's creation of a special commission to investigate the status of women in private and public employment, focused added attention on this year's Award program. The President received the six winners at the White House a few hours before the Award ceremony.

WITH PRESIDENT KENNEDY at the White House on February 27 are Dr. Jeanes, Miss Harrison, Dr. Roman, Miss Brass, Mrs. Bracken, Dr. Dunn, and Mrs. Katie Louchheim, Deputy Assistant Secretary of State for Public Affairs and Chairman of the Board of Trustees of the Federal Woman's Award, who presented the Award winners to the President.

KATHERINE W. BRACKEN

Director, Office of Central American and Panamanian Affairs, Bureau of Inter-American Affairs, Department of State—for her exceptional success in person-to-person relationships with citizens of the countries in which she serves.

MARGARET H. BRASS

Chief, General Litigation Section, Antitrust Division, Department of Justice—for her dedication to the philosophy of free enterprise embodied in the antitrust laws and her contributions to the development of legal principles to carry out those laws.

THELMA B. DUNN

Head, Cancer Induction and Pathogenesis Section, National Cancer Institute, National Institutes of Health, Public Health Service, Department of Health, Education, and Welfare—for her distinguished career in experimental cancer research, particularly her studies of the origins of cancer in animals.

EVELYN HARRISON

Deputy Director, Bureau of Programs and Standards, U.S. Civil Service Commission—for her outstanding competence demonstrated by her role in the formulation and development of Government-wide personnel policies.

ALLENE R. JEANES

Chemist, Chemical Reactions and Structure Investigation, Northern Utilization Research and Development Division, Agricultural Research Service, Department of Agriculture—for her pioneering chemical research on new applications in industry and medicine of the starches derived from cereal grains.

NANCY GRACE ROMAN

Chief of Astronomy and Solar Physics, Geophysics and Astronomy Programs, Office of Space Sciences, National Aeronautics and Space Administration—for her high ability and strong leadership in developing a national space program of astronomical observations from satellites and space probes.

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placement offices to acquaint promising young people with opportunities available through the Federal-Service Entrance Examination and exams for engineering, scientific, accounting, and other shortage-category positions. . . . CSC has named Robert F. Mello as Director of College Relations and Recruitment, succeeding Sam N. Wolk, who has been appointed head of the Program Evaluation Section of CSC's Bureau of Inspections. Mr. Mello, a veteran of nearly 20 years in Government, was personnel director for the Army Ballistic Missile Agency and Army Ordnance Missile Command at Huntsville, Ala.

NONFEDERAL AWARDS: The Nation's first woman career ambassador and nine top Federal administrators were recent recipients of the 7th annual Career Service Awards of the National Civil Service League. Cited for outstanding contributions to the public service were: Frances Elizabeth Willis, U.S. Ambassador to Ceylon; Dr. Howard B. Andervont, Editor of the Journal of the National Cancer Institute; David V. Auld, Director of Sanitary Engineering for the District of Columbia Government; Dr. A. Ross Eckler, Deputy Director of the Bureau of the Census; William H. Godel, Deputy Director of the Advanced Research Projects Agency, Department of Defense; Dr. Wayne C. Grover, Archivist of the United States; Bertrand M. Harding, Deputy Commissioner, Internal Revenue Service; Phillip S. Hughes, Assistant Director for Legislative Reference, Bureau of the Budget; Dr. Abe Silverstein, Director, Lewis Research Center, National Aeronautics and Space Administration; and Leo R. Werts, Administrative Assistant Secretary of Labor. . . . Ten young men "who have done so much in so little time" were praised for their achievements in Federal service by USIA Director Edward R. Murrow at the recent 14th annual Flemming Awards ceremonies. Recipients of the awards given to the outstanding young men in Government by the Junior Chamber of Commerce were: Theodore H. Reed, Director of the National Zoological Park; Thomas G. Sorensen, Deputy Director of Policy and Plans, USIA; Dwight A. Ink, Assistant General Manager, Atomic Energy Commission; Jack P. Ruina, Director, Advanced Research Projects Agency, Office of the Secretary of Defense; Warren W. Wiggins, Associate Director of Program Development and Operations, Peace Corps; Dr. Andrew G. Morrow, Chief, Surgery Branch, National Heart Institute; Jack W. Smith, Chief, Management Information Systems, Navy Management Office; Lewis M. Branscomb, Supervisory Physicist, National Bureau of Standards; and Dr. John P. Craven, Chief Scientist, Special Projects Office, Department of the Navy.

MISCELLANY: The April issue of *Holiday Magazine*, devoted to the Nation's Capital, includes an article by John Weaver on "The Unglorified Civil Servant." . . . CSC's efforts to recruit and develop high caliber personnel for careers in Government were cited in the report of the President's Special Panel on Federal Civilian Salary Systems (Randall Committee). "We are encouraged by evidence made available to us as to the dynamic efforts of the Civil Service Commission in seeking out top quality graduates of our colleges and universities, in providing a broad range of inservice training, and of opportunities for these recruits to continue their education, in relating promotions to proven merit, in establishing more flexible standards for evaluating the positions occupied, and in broadening the experience of individuals by transfer from job to job and department to department," the report stated.

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